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III. NOTES ON COLONIES AND DEPENDENCIES

Educational Progress in Porto Rico.—The annual report of Professor S. M. Lindsay, Commissioner of Education of Porto Rico, for the fiscal year ending June 30, 1903, has just been published by the Department of the Interior at Washington. It gives valuable statistical tables and many interesting comments on the problems encountered in establishing the American school system in a country where the native language is Spanish and where the people belong to another race.

The record of the year in matters pertaining to public instruction has been a notable one in many ways. Among the more important features of this work may be noted: an increase in the number of children reached by the public schools and a lower per capita cost to the treasury; the opening of four industrial schools which promise steady growth; a greater uniformity of work and higher standards required of pupils and teachers alike; greater care in the selection of American teachers for courses in English; initial steps in the organization of the University of Porto Rico to provide for higher education and professional training; steady improvement in the material and equipment of the schools and the construction of new school buildings.

Six years ago there were 539 schools with an enrolment of 22,265 pupils; three years ago there were 733 schools housed in 507 buildings, reaching a maximum of 33,802 pupils and having employed at some time during the year 812 teachers; two years ago there were 921 schools, housed in 613 buildings, reaching a maximum enrolment of 61,863 pupils; while during the past school year there were 1014 schools, housed in 717 buildings, and reaching a maximum of 70,216 pupils. This constitutes a very gratifying record of progress, although it leaves still a great work to be done before our school facilities can be favorably compared with those in the most advanced and enlightened parts of our country or of the world. Three years ago 3.5 per cent. of the total population and 10.5 per cent. of the school population (persons between five and eighteen years of age) had been enrolled in the schools; two years ago there were 6.5 per cent. of the total population and 19.2 per cent. of the school population; while last year we had enrolled 7 per cent. of the total population and 21.7 per cent. of the school population; all of the figures being based on the official census of 1899. If allowance were made for the probable increase in population since 1899, of course the present showing would be less favorable. Comparing these figures with the various States and Territories of the United States, it appears that the average school enrolment for the whole United States is 20.28 per cent. of the total population and 71.54 per cent. of the school population, while the lowest in any State or Territory (excluding the Indian Territory for which there are no complete statistics) is 13.77 per cent. of the total population in Wyoming and 42.4 per cent. of the school population in Louisiana.

No movement in educational work is fraught with more promise for the

future than the inauguration of industrial schools. The four in operation will supplement the common schools by providing a practical training for the various arts and trades. Judging from American experience, this training should not only increase the welfare of the individual students, but should give them a greater value to society and enhance their industrial efficiency.

Industrial schools serve to teach the dignity of manual labor, and pupils acquire a taste of the pleasure of creative work. The economic independence of a man whose developed powers enable him to render material service of a character always in demand, constitutes an essential element in the welfare of any people. The industrial schools, properly guided in their development, should assure to the children of the future an opportunity to free themselves from poverty at the same time that they are being freed from illiteracy.

The school laws now in force provide a sound system along American lines of procedure. It would be well, however, to afford some additional protection to a good teacher that his position may not be left to the whim or caprice of changes in local political conditions. The position of a teacher who devotes his life conscientiously to the welfare of our children is worthy of our sincere respect and enthusiastic support. He should be free from any political control whatsoever. This could best be secured by requiring that all teachers at present employed in the several school districts should retain their places as long as they may legally qualify and perform their work to the satisfaction of the Commissioner of Education, who is charged by the Organic Act with the superintendence of public instruction in the Island, and that the local school boards should nominate teachers, in accordance with the present provisions of the law, only to fill vacancies as they may occur.

The organization of a Board of Trustees of the University of Porto Rico, under the University Law, establishes a corporate body to which may be confided public trusts within the sphere of educational affairs. The Insular Normal School under its direction has progressed more rapidly and more satisfactorily on exactly the same expenditure as was provided for it before the University Law was enacted and when the Legislature appropriated a sum for its maintenance under the direction of the Department of Education. A new spirit and higher purpose inspire the work of that school now that it has become the first department in the University organization. This organization was necessary in order to insure Federal aid for higher education in like manner as it is granted by the government at Washington to the various States and Territories of the Union.

The bill to extend the benefits of the Morrill and Hatch Acts to Porto Rico has been again introduced in Congress and it is hoped will become law this year. When that is the case, the Island will be in a position to receive \$30,000 a year and an increase of \$1000 each year for a period of ten years, making the annual receipts from this source at the end of ten years \$40,000, which should be placed in the hands of the Trustees of the University for the purposes for which it is intended,—namely, the furtherance of agricultural education. The University may then hope to have a strong agricultural department with another experiment station, which will be of service not only for the purposes of instruction of pupils but for the general benefit of many

people living in an agricultural community. This large sum of money, if granted by the Federal government, will in its annual income yield what will amount in time to 4 per cent. interest on an endowment of one million dollars. For the endowment of professional schools in other departments of the University efforts are now being made to bring the matter to the attention of philanthropists and private persons in the United States who may be willing to avail themselves of the corporate organization of this Board of Trustees for the purpose of endowing education and other public enterprises in the Island.

During the first term of the current school year, comprising the three months of October, November, and December, 1903, the statistics of schools show a still further advance over last year. The official statistics are not, at the date of this writing, complete for all districts of the Island, but for eleven districts out of the total of eighteen there is a maximum enrolment of 15,115 pupils in the graded or town schools and 14,838 in the rural or country schools; or in other words, there were 30,000 children enrolled during the first term in the eleven districts referred to, which will mean an enrolment of considerably over 50,000 for the whole Island when all of the statistics are in; and as the first term comes in the rainy season and also, for the rural schools, in the season when the coffee crop is being gathered and the attendance is always very poor, the maximum enrolment for the whole Island for the school year promises to be five to ten thousand higher than for the previous school year.

The average daily attendance per school in all the schools of the eleven districts heard from was 36.83; whereas, for the previous year the average for the whole Island was 35.51 for the entire school year, and during the corresponding months of the previous year the average was a little over 34.

The four industrial schools now open have an aggregate attendance of over four hundred. They are being equipped with the necessary machinery and apparatus for very practical work, and the people in the communities in which they are located take a great interest in them and are glad to send their children.

A series of educational conferences is being planned again for this year on a more thoroughly organized basis than heretofore. Two days of one of the closing weeks of March will be set aside in every school district as institute days, and the institute director will be sent into the district to work with the district superintendent in carrying on the meetings, at which all the teachers of the district will be required to be present. Educational addresses of a popular character open to the general public are arranged for the evening sessions during these institute days.

Hawaii.—The local government act passed at the last session of the Territorial legislature provided a complete system of local rural administration similar in outline to that existing on the mainland—county courts, a sheriff, tax assessors and collectors, township officers, and other local authorities were made elective. This superseded a district system, the officers of which had been appointed by the central government at Honolulu. The demand for an

elective local government had formed part of the platforms of both political parties in the islands and the law passed was considered satisfactory by both sides. At the election in November, 1903, officers were chosen to fill the newly organized positions. The Supreme Court of the Territory, however, has just rendered a decision, declaring important sections of the law invalid. While the details of the decision are not yet at hand, the probable effect will be to oust all the officials so chosen and to render an entirely new county law necessary. One of the important features of the local government system was the vesting of the control over police and fire departments in the local authorities. A disarrangement of these important services has followed the decision.

The resignation of Governor Sanford B. Dole, who has been appointed Presiding Judge of the United States District Court in Hawaii, has led to the appointment of George R. Carter as governor by President Roosevelt. Ex-Governor Dole was a Judge of the Supreme Court under the Hawaiian monarchy, became president of the Provisional Government at the time of the revolution, remained president of the Republic of Hawaii, and was appointed governor of the Territory upon its acquisition by the United States in 1898. Governor Carter, like former Governor Dole, was born in the islands, though educated on the mainland. The general economic condition of Hawaii is at present unusually prosperous; the production of sugar has reached a point never before equalled, and the internal improvements in the islands, particularly the system of roads, trolleys, telegraphs, and schools, have been greatly extended within the last few years. A promotion committee has been formed to make known the advantages of Hawaii to travellers and home-seekers and an extensive campaign of advertising has been undertaken throughout the United States, as well as in the Orient. A large merchants' association has been organized in Honolulu, including all the more prominent merchants of the city and other parts of the islands. The opening of cable communication with the outside world in 1903 has also given the islands a closer touch with the national interests of the United States.

Philippines.—The latest report of the Philippine Commission gives much new information on the condition of the archipelago. While, as a general condition, peace has been completely restored, yet several instances of ladronism are noted. The Commission lays great emphasis upon the political and social value of suppressing these outbreaks by means of native forces rather than by regular troops, in order to avoid race antagonism on the part of the people and further to stimulate in the natives a sense of their own responsibility for law and order. In some instances, notably in the revolt under Rios, this plan has caused considerable delay as compared with the time in which the ladrones might have been captured by the regular troops; but, on the other hand, it has had the effect of making the people feel that they, themselves, control the situation and are therefore responsible for the maintenance of tranquillity. In two important instances the power of the civil governor to call upon the military for scouts in order to aid the constabulary has been utilized with good results. Since the report was submitted, considerable attention has been aroused by the mutiny and desertion of a

force of constabulary in Vigan. Most of the mutineers have, however, either returned or been captured. The economic conditions with respect to sugar and tobacco, already mentioned in a previous number of *THE ANNALS*, still continue unfavorable, and the Commission is emphatic in its recommendation that a market for these articles should be allowed in the United States by a lowering of the American tariff on Philippine products.

Friars' Lands.—In a former number of *THE ANNALS* the final purchase of the friars' lands was reported. Details of this purchase are now presented in the report of the Commission; \$7,239,000 gold has been fixed as the approximate figure to be paid on these holdings. Over 400,000 acres of land, most of which have been highly cultivated and are now thickly inhabited, are transferred to the Philippine government. Of this acreage only a small proportion has been directly transferred by the friars themselves; most of the holdings being in the nominal possession of the British-Manila Estates Company, the Colonial Agricultural Society (*La Sociedad Agricola de Ultramar*), and the Philippines Sugar Estates Development Company. The Recoleta Order sold a small portion of its holdings directly. The Commission is hopeful that the transfer will work a great improvement in the economic and social condition of the islands. It is reported that of the more than one thousand Spanish friars present in 1898 there are now but 246 in the archipelago, and of these a number are infirm and unable to do parish work, while eighty-three Dominicans have given up such work altogether. It further appears to be the intention of the church authorities to Americanize the church in the Philippines, as is also shown by the appointment of American Catholic bishops and one Filipino bishop to fill the episcopal offices. The matter of damages to church buildings occupied by United States troops still remains to be adjusted, as does the administration of certain trusts, partly of a secular and partly of a religious character.

A marked falling off in the government income for the last six months is noted, and the Commission anticipates a deficit in consequence of the increased expenditures for internal improvements. Emphasis is laid on the need for greater school capacity, as there are at present only 10 per cent. of the children of school age in attendance at the public schools. The following important recommendations are also made.

First.—Legislation which shall reduce the tariff on sugar and tobacco imported from the Philippine Islands to not more than 25 per cent. of the present Dingley rates on tobacco and sugar imported from foreign countries.

Second.—Legislation authorizing the Philippine Commission, with the approval of the President and the Secretary of War, to issue bonds from time to time, which shall not in the aggregate sum exceed \$5,000,000, for the making of future permanent improvements.

Third.—Legislation providing that all bonds authorized to be issued by the Philippine government or any provincial or municipal government thereof by act of Congress shall be made exempt, not only from Federal and Philippine taxation, but from State, county, and municipal taxation in the United States.

Fourth.—That control over the shipping in the trade between the islands shall be left wholly to the discretion of the Philippine Commission, subject to the approval of the President and the Secretary of War.

Fifth.—That the application of the United States coastwise navigation laws to the trade between the Philippine Islands and the mainland of the United States [excluding all but American vessels from such trade] be postponed by Congressional action until July 1, 1909; or, in the alternative, that the coastwise laws of the United States be not made applicable to the trade between the islands and the mainland of the United States, except with a proviso or condition that the rates upon imports from the Philippine Islands into the United States shall not pay duty in excess of 25 per cent. of the rates on such merchandise imposed by the Dingley tariff.

Sixth.—That authority be given by Congress to the Philippine Commission, with the approval of the President and the Secretary of War, to encourage the investment of capital in the construction of railroads for the Philippine Islands by accompanying the grants of franchises to build railroads, in cases where it is deemed necessary, with a guaranty by the Philippine government of income on the amount of the investment, to be fixed in advance in the act of guaranty, the amount of income guaranteed not to exceed annually 4 per cent. of the fixed principal.

Seventh.—That the amount of land which may be required, owned, and used for agricultural purposes in the Philippines by any individual or corporation shall be extended to 25,000 acres.

Eighth.—That the clause which forbids the filing of more than one mining claim by the same individual or association upon a lode or deposit be repealed.

The report of the Civil Governor is also of interest as showing a number of important measures taken to improve the social conditions in the islands. The reconcentration of all persons in the towns throughout those sections which are infested by the *ladrones* has been found to be a thoroughly feasible, humane, and effective means of breaking up *ladronism*. Another forcible method of preventing cattle stealing and highway robbery by organized bands of thieves is the so-called *bandolerismo* statute, which provides that where such organizations for stealing carabao or other personal property by means of force and violence are found, and where the members of the band "shall go out upon the highway or roam over the country armed with deadly weapons for this purpose, they shall be deemed highway robbers or brigands, and every person engaged in the original formation of the band or joining it thereafter, shall, upon conviction thereof, be punished by death, or imprisonment. . . ." The Governor reports great difficulty in securing evidence against the members of such bands, because of the fear of the inhabitants, who are terrorized by the robbers. The act makes mere membership in an armed band of the kind sufficient evidence of the intention to commit robbery or murder. Other measures of special interest are the laws directed against dissolute and lawless Americans in the archipelago. This class has been reached by measures somewhat akin to our vagrancy acts in the United States. One of these measures, however, provides that upon "the conviction of any citizen of the United States under act numbered five hundred and nineteen

... [prohibiting vagrancy] the court may suspend sentence conditioned upon the convict leaving the Philippine Islands and not returning thereto for a period of not more than ten years; and the fulfilment of this obligation shall be deemed as an extinguishment of the prescribed sentence."

In the Moro country the relations between the Philippine government and the people have undergone a radical change. That section has been placed under a special provincial government, with full military powers, General Leonard Wood being chosen as the Governor. It will be remembered that this district of the archipelago under Spanish rule was never subdued, and that upon the introduction of American rule in the Philippines, the Moro territories and islands were in a state of approximate independence. This was especially true of the Jolo or Sulu Group, where an independent sultan was recognized in an agreement or treaty made by General Bates. This agreement provided that in consideration of the recognition, by the sultan, of United States sovereignty, the American authorities should not attempt to interfere with the social and religious institutions of the islands. Among the social institutions existing at the time were polygamy and slavery. The treaty was never formally recognized by the Washington authorities, being held unconstitutional. In the mean time, however, the treaty relations have been repeatedly violated by the sultan and his dattos or chieftains, who have committed hostile acts of robbery and violence against the Americans. General Wood reports that the rule of the Sultan and his chiefs is simply a system of organized brigandage practised upon the inhabitants. The American authorities have, therefore, taken a radical stand and have regarded the treaty or agreement as abrogated through the hostile acts of the natives. Kidnapping for purposes of slavery has been prohibited.